Emergency Support Function #6 – Mass Care, Housing and Human Services

ESF Coordinator:

Support Agencies:

Housing & Community Development

Planning & Development Services Dept. Building Inspectors

Environmental Services Department

Finance Department

Risk Management

Tucson Fire Department

Metropolitan Medical Response System

General Services Department

Architecture & Engineering Division

Communications Division

Facilities Management

Human Resources Department

Neighborhood Resources Department

Parks & Recreation Department

Reid Park Zoo

Tucson Police Department

Police Assist Group

Procurement Department

Department of Transportation

Real Estate Division

SunTran

VanTran

Tucson Water Department

Tucson Convention Center

Americans with Disabilities Office

American Red Cross

Area Fire Departments

Area Hospitals

Area Law Enforcement Agencies

Arizona Department of Transportation

Humane Society of Arizona

Pima Association of Governments

Pima County Office of Emergency

Management & Homeland Security

R.A.C.E.S.

Pima County Public Health Department

Pima County Animal Control

Pima County Sheriff's Department

Salvation Army

Union Pacific Railroad

Veterans Administration

Victim-Witness

VOAD - Southern Arizona

CITY OF THESON

EMERGENCY OPERATIONS PLAN

Primary Agency: Housing & Community Development

Purpose

Emergency Support Function (ESF) #6 –Mass Care, Housing, and Human Services supports the City of Tucson and non-governmental organization (NGO) efforts to address the non-medical mass care, housing and human services needs of individuals and/or families impacted by an Incident of Local or Regional Significance.

Scope

ESF #6 promotes the efficient delivery of services and the implementation of programs to assist individuals, households and families impacted by Incidents of Local or Regional Significance. This applies to both natural and man-made disasters.

There are three functions within ESF #6: Mass Care, Housing, and Human Services.

- Mass Care involves the delivery of non-medical mass care services to include the sheltering of victims (including domestic pets); organizing feeding operations, and providing emergency first aid at designated sites. Collecting and providing information on victims to family members, and coordinating the bulk distribution of emergency relief items. It also provides for transportation out of the affected area to both ambulatory and special needs populations (also refer to ESF #1 Transportation).
- Housing involves assistance in short- and long-term housing needs.
- Human Services includes providing victim related recovery efforts such as counseling, support for persons with special needs, and assisting with benefit claims.

Policies

ESF #6 policy and concept of operations apply to City of Tucson departments, divisions, and offices for activities relating to potential or actual Incidents of Local or Regional Significance. Underlying principles include the following:

- Hazards that exist within the boundaries of the City of Tucson have the potential for
 causing disasters of such magnitude as to require the short- or long-term relocation of
 individuals, households, or families from their homes. It is also possible that basic
 services, in addition to shelter for those affected (food, clothing, human services), will
 have to be supported by resources not normally available to some people or required
 during non-emergency times.
- The City of Tucson has primary responsibility for the emergency management of most major incidents that could be expected to occur within the City. During some major events, the City may request additional resources from neighboring jurisdictions and/or assistance at the county, state, or federal levels.
- Most emergency situations are handled routinely by the emergency response agencies of Tucson.
- All disaster response is local. County, state and federal assistance may supplement local response, but as the response moves away from the local area, the delay in its availability increases.

CITY OF TUCSON EMERGENCY OPERATIONS PLAN

- Services will be available to all that need them regardless of economic status, race, religion, political, ethnic or other affiliation, or medical condition(s).
- Personnel assigned to ESF #6 will function in accordance with the rules and regulations
 of their respective parent agencies.

Concept of Operations

General

The initial response activities will focus on meeting the immediate mass care needs of victims. Recovery efforts will begin at the same time, or as close to the initiation of ESF #6 functions as practical. Coordination of effort will be ensured by the use of the National Incident Management System (NIMS) as the overall controlling concept of any operation that involves ESF #6.

ESF #6 provides a structure for managing and coordinating the complex operations involved in delivering and seeing to basic human needs. This includes ensuring communications are established and maintained with ESF #5 – Emergency Management (to report and receive assessments and status information), and with ESF #7 – Logistics Management & Resource Support.

ESF #6 functions are divided into three categories. The principal scope of activities for each functional area is described below.

Mass Care

Mass care includes the overall coordination, shelter, feeding and other activities to support the emergency needs of victims.

- Coordination This includes the overall direction in providing support of non-medical mass care services and the gathering and dissemination of information related to sheltering and feeding operations.
- **Shelter -** Emergency shelters include the use of pre-identified shelter sites and/or the creation of temporary structures.
- Feeding Feeding is provided through a combination of fixed sites, mobile feeding units and the bulk distribution of food. Every effort will be made to include special dietary needs.
- Emergency First Aid Emergency first aid, which consists of basic first aid, and appropriate referral and transportation to higher echelon medical care will be provided at both mass care facilities and designated sites. Refer to ESF #4 (Fire Fighting) and ESF #8 (Public Health and Medical Care) for more information. The location of these sites will be dependent upon the nature of the emergency as well as the area affected.
- **Disaster Welfare Information** Disaster Welfare Information involves the collection and dissemination (with appropriate waivers) of information regarding individuals residing within the affected area to immediate family members outside of the area. The system also aids in the reuniting of family unit members within the affected area.
- **Bulk Distribution** Bulk emergency relief items to meet the urgent needs will be distributed through sites within the affected area. The sites will coordinate the distribution of food, water, ice, clothing, and personal hygiene items.

Housing

The ESF #6 housing function addresses needs of victims in the affected areas, and is accomplished through the implementation of programs and services designed to:

- Provide assistance for the short- and long-term housing needs of victims.
- Identify shelter operations, temporary housing, rental assistance, assistance with re-entry into pre-incident housing. The housing requirements (both short- and long-term) of special needs populations are an integral part of this concept.

Human Services

The ESF #6 human services component implements programs and provides services to assist victims. This includes:

- Coordinating and assessing the situation and implementing an appropriate plan based on the resources available to assist all victims. Supporting various services impacting individuals and households, including a coordinated system to address victims' incident related recovery efforts through crisis counseling and other supportive services.
- Coordinating and identifying individuals with special needs within the impacted area, to include the elderly, people with disabilities, and people communicating in languages other than English (including sign language).
- Supporting immediate, short-term assistance for individuals, households, and groups dealing with the anxieties, stress, and trauma associated with a disaster, act of terrorism, and/or incident of mass criminal violence.
- Supporting expedited processing of new benefits claims (e.g., Social Security, veteran's benefits, disaster unemployment assistance, and federal tax refunds).
- Supporting federal, state, and local efforts to provide assistance and crime victim compensation in incidents resulting from terrorism or acts of mass criminal violence, as appropriate.
- Ensuring water, ice, and other emergency commodities and services requirements are delivered to appropriate entities.
- Providing support to expedite mail services in affected areas.

Organization

The Housing & Community Development Department will be the ESF coordinator and primary agency for the City of Tucson. The American Red Cross will be the lead Non-Governmental Organization (NGO), but listed in this plan as an ESF #6 Support Agency.

Following the activation of ESF #6 the primary agency will convene and evaluate the situation and respond accordingly. Primary and support agencies will be available on an as needed basis for the duration of the emergency response period. This also will include the recovery period.

ESF #6 may be tasked with providing representation to the Unified Command or the Emergency Operations Center (if activated for the incident).

Comprehensive Emergency Management

Preparedness

ESF #6 primary and support agencies are responsible for ensuring that the following preparedness items are fully addressed:

CITY OF TUCSON EMERGENCY OPERATIONS PLAN

- Review and revise their Standard Operating Procedures (SOPs)/Standard Operating Guidelines (SOGs) annually
- Establish procedures for alerting their own personnel and other key employees in an Incident of Local or Regional Significance
- Update equipment and resource listings on an annual or more frequent basis, and distribute them appropriately
- Revise mutual aid agreements as needed
- Train employees on specific ESF functions
- Develop interests and partnerships with businesses and other private sector support agencies
- Regularly attend scheduled tabletop exercises and all other applicable training events
- Review and analyze lessons learned in emergency/disaster incidents that have occurred elsewhere, and make appropriate corrections/additions to their respective SOPs/SOGs and this ESF.

Response

ESF #6 primary and support agencies are responsible for ensuring that the following response items are fully addressed:

- Establish and maintain contact with the Incident Commander and/or appropriate Emergency Operations Center (EOC) for instructions
- Determine human services needs and determine the best method(s) to meet those needs
- Maintain ongoing information exchange with ESF #5
- Maintain complete and accurate documentation of all related costs, actions, and communications

Recovery

ESF #6 primary and support agencies are responsible for ensuring that the following recovery items are fully addressed:

- Consult with ESF #5 and ESF #14 (Long-term Community Recovery & Mitigation) regarding needed recovery strategy
- Assess losses of equipment and personnel, develop estimates of monetary loss, and identify possible funding sources
- Assess the need for critical incident stress management for personnel

Mitigation/Prevention

- Conduct threat, risk and vulnerability assessments of key ESF infrastructure
- Review and analyze lessons learned in emergency/disaster incidents that have occurred elsewhere, and make changes where applicable
- · Reconstruct damaged or destroyed facilities and mitigate deficiencies where appropriate
- Replace equipment, vehicles and/or personnel

Responsibilities

ESF Coordinator - City of Tucson Housing & Community Development Department

- · Activate appropriate support agencies.
- Coordinate logistical and fiscal activities supporting ESF #6 associated priorities and activation.
- Designate staff (Housing & Community Development Department), with specific ESF coordination responsibilities, to ensure information and coordination support to the primary and support agencies, as appropriate.
- Plan and support regular meetings with the primary and support agencies related to preparedness, response, and recovery activities.
- Ensure primary and support agencies are informed and involved in all meetings related to ESF #6 activities.
- Coordinate long-term, post-shelter placement. This includes assistance with food, housing, transportation, and registration for public assistance.
- Ensure that ADA-compliant housing will also be available to those who require it.

Primary Agency – City of Tucson Housing & Community Development Department

- Provide leadership in coordinating and integrating overall City of Tucson efforts associated with mass care, housing, and human services.
- As the primary agency pursuant to an Incident of Local or Regional Significance, provides ESF #6 staff to assignment locations, as appropriate.
- Assist and coordinate the release of information for notification of relatives.
- Assist in establishing priorities and coordinating the transition of mass care operations
 with recovery activities based on incident information and the availability of resources
 that can be appropriately applied.
- Provide information on available habitable housing units within or adjacent to the incident area for use as suitable emergency shelters and temporary housing.
- Ensure that accurate record keeping and reporting is available, on a daily basis, regarding:
 - The number of people staying at shelter facilities
 - The status of supplies at the shelter facilities
 - The overall condition of the shelter facilities
 - Request for support from the shelter facilities

This function may be accomplished in conjunction with the American Red Cross, utilizing their forms, as their assistance is available.

Lead Non-Governmental Organization – American Red Cross

For the purposes of the City of Tucson Emergency Operations Plan, the American Red Cross functions as an ESF Support Agency in coordinating the use of local and regional mass care resources in the context of Incidents of Local or Regional Significance. For the purposes of ESF #6, any reference to City of Tucson departments and agencies with respect to responsibilities and activities in responding to an Incident of Local or Regional Significance includes the American Red Cross.

- Assist and coordinate the release of information for notification of relatives.
- Coordinate the provision of available resources such as food, shelter, and basic necessities (e.g., cots, blankets, meals-ready-to-eat, etc.), other initial response resources, and logistical support, including communications, as appropriate.
- Assist in the provision of medical supplies and services.

Transition: As primary response activities are completed, incident management priorities place greater emphasis on recovery. ESF #6 provides procedures to ensure that:

- Transition is mutually determined by the primary agencies.
- American Red Cross staff remains activated during the initial phase of recovery activities
 to ensure all emergency response issues are addressed and to support the transition of
 related issues and responsibilities.
- As the mass care element of ESF #6 demobilizes, the City of Tucson Housing & Community Development Department continues to coordinate the housing and human services elements.

Support Agencies

All ESF #6 support agencies must ensure that the primary agency is aware of the functions and activities of all respective participating entities.

Agency	Responsibilities
Planning & Development Services Department	 Provide permit, inspection, and/or condemnation support regarding damaged structures Provide technical support regarding Americans with Disabilities Act (ADA) issues Building Inspectors Provide assistance by inspecting mass care shelter sites to ensure suitability of
	facilities to safely shelter victims
Environmental Services Department	Provide operational and technical assistance for shelter operations related to waste disposal

Finance Division	Distribute disaster kits containing tax forms and publications to help victims determine the amount of a casualty loss deduction for destroyed property. Assist victims with obtaining copies of needed financial forms Risk Management Division
	Provide technical assistance related to worker safety and health issues
Tucson Fire Department	 Responsible for evacuation of citizens from hazardous areas. Hazardous areas include those that require specialized Personal Protective Equipment (PPE) – Level A or B Provide logistical support, including personnel, for incidents requiring the evacuation of City residents from non-hazardous areas Provide fire protection and emergency medical care during an incident Provide medical care for impacted populations either in or outside the shelter locations Provide casualty information from the affected area in support of a Disaster Welfare Information system Coordinate emergency medical care in shelters See paragraphs below for additional information Metropolitan Medical Response System Provide mental health services for impacted populations either in or outside the shelter locations Assist in the provision of medical supplies and services See paragraphs below for additional information

General Services Department	Provide contracted architectural, engineering, and construction support services relating to City-owned buildings for mass care requirements, as requested and as capable Communications Division Receive radio or cell phone information from the disaster area and relay it to the City Emergency Operations Center and/or the Disaster Welfare Information
	Center Facilities Management Provide assistance in maintaining Cityowned temporary shelter facilities in the affected area, as required
Housing & Community Development Department	Provide assistance regarding temporary housing complaints, including substandard living complaints, and those involving unsafe and/or unsanitary living conditions
Human Resources Department	Provide available staff to assist when needed with mass care and housing operations
Parks and Recreation Department	 Assist the American Red Cross in providing for food preparation and stockpiling in its facilities during the incident, as required Provide logistical support, including personnel and vehicles, for incidents requiring the evacuation of City residents
	Reid Park Zoo Provide support for animal care and sheltering where appropriate
Tucson Police Department	 Responsible for the evacuation of City residents from non-hazardous areas Provide support to the Tucson Fire Department for incidents requiring the evacuation of City residents from hazardous areas. Hazardous areas include those that require specialized Personal Protective Equipment (PPE) – Level A or B Provide for the safety and security of mass care shelters See paragraphs below for additional information

CITY OF TUCSON

EMERGENCY OPERATIONS PLAN

	Police Assist Group (DAC)
Procurement Department	Provide assistance to the Police Department for safety and security of mass care shelters Provide personnel for traffic direction and/or crowd control Provide source selection services to
Procurement Department	 obtain goods and services needed for the disaster area Provide information on and access to supplies in City Procurement Warehouses to support evacuations and mass care shelters
Department of Transportation	 Provide coordination of transportation resources, highway information and other resources related to supporting transportation activities Provide coordination and logistical support, including personnel and vehicles, for incidents requiring the evacuation of City residents Real Estate Division Develop and maintain plans to make available housing assets that are habitable to which the City of Tucson has title and possession, for use by victims
	SunTran
	Provide logistical support, including personnel and vehicles, for incidents requiring the evacuation of City residents
	 VanTran Provide logistical support, including personnel and vehicles, for incidents requiring the evacuation of City residents. More specifically, this includes individuals with disabilities (and their service animals or pets) See paragraphs below for additional information.
Tucson Convention Center	 Provide temporary housing support as required for persons displaced from their homes

Tucson Water Department	 Fulfill mass care requirements for ice and water in coordination with mass care elements of ESF #6 Provide logistical support, including personnel and vehicles, for incidents requiring the evacuation of City residents
Americans With Disabilities Office	 Provide support for disabled individuals displaced from their homes Ensure that shelters are ADA (Americans with Disabilities Act) compliant
American Red Cross	 Provide available agency resources (e.g., food, cots, blankets, sleeping bags, personnel, etc.) for shelters Provide logistical guidance and support, including that support enumerated in the ARC section below
Area Fire Departments	Assist in providing fire protection and emergency medical care during an incident either inside or outside the shelter areas
Area Hospitals	Provide medical supplies and personnel to support mass care operations
Area Law Enforcement Agencies	 As requested, provide logistical support, including personnel, for incidents requiring the evacuation of City residents As requested, provide for the safety and security of mass care shelters
Arizona Department of Transportation	Coordinate mass egress and/or ingress events involving the state highway system
Humane Society of Southern Arizona	Provide support for animal care and sheltering where appropriate
Pima Association of Governments	Provide coordination of transportation resources, highway information and other resources related to supporting transportation activities, including area evacuations

Pima County Health Department	Provide technical assistance for shelter operations related to food, vectors, water supply, and waste disposal
	 Pima County Animal Control Provide support for animal care and sheltering where appropriate Refer to Appendix 1 - "Pima Animal Care Center – Emergency Operations Plan" (draft as of 3/23/06); and "The Pima Domestic Animal Rescue Team (PDART) Emergency Operations Plan" (dated 11/23/05) for further information and procedures
Pima County Office of Emergency Management & Homeland Security	Contribute to emergency support functions, including mass care services, resource (logistic) support, and health and medical services
	Radio Amateur Civil Emergency Services (R.A.C.E.S.) Provide communications links, as necessary, to support the incident
Pima County Sheriff's Department	As requested, provide logistical support, including personnel, for incidents requiring the evacuation of
	City residents • As requested, provide for the safety and security of mass care shelters
Salvation Army	City residents - As requested, provide for the safety

Veterans Administration	As capabilities exist:
Votorano Administration	Provide for food preparation and
	stockpiling in its facilities during the
	incident
	 Provide medical supplies and
	personnel to support mass care operations
	Provide available facilities suitable for mass shelter
	During incident operations, provide emergency health care services to veteran beneficiaries in VA medical facilities, to active duty military personnel and, as resources permit, to civilians in communities affected by national security emergencies
	 Provide mortuary services for eligible veterans, and advises on methods for interment of the dead Contribute to emergency support functions, including providing remedial infrastructure restoration, mass care services, resource (logistic) support, and health and medical services Develop and maintain plans to make available housing assets that
	are habitable to which VA has title and possession, for use by victims
Victim-Witness Program	Provide counseling to individuals who are victimized by an Incident of Local or Regional Significance, whether
	through criminal means or non-criminal means. This includes victimization during or after the incident

Voluntary Organizations Active in Disaster – Southern Arizona

- Facilitate and encourage collaboration, communication, cooperation, and coordination, and build relationships among members while groups plan and prepare for emergencies and disaster incidents
- Assist in communicating to the government and the public the services provided by its national member organizations
- Facilitate information sharing during planning and preparedness and after a disaster incident
- Provide members information pertaining to the severity of the disaster, needs identified, and actions of "helpers" throughout the response, relief, and recovery process
- Provide guidance in client information sharing, spiritual and emotional care management of unaffiliated volunteers, and unsolicited donated goods, as needed
- See paragraphs below for additional information regarding VOAD

Tucson Fire Department

The Tucson Fire Department will provide fire protection and emergency medical services to shelters within the City of Tucson as accessed through E911 system. TFD Fire Prevention Division will inspect mass care shelter prior to occupancy to ensure facilities meet respective fire code for such operations. The Fire Prevention Division will assist facilities in correction of violations in order to fulfill operational status, if possible.

Metropolitan Medical Response System (MMRS)

Depending on population and disposition of occupants of shelter, MMRS will coordinate medical clinics and first care stations within the facility with the Pima County Health Department (PCHD). PCHD will be in charge of the medical clinics and first care stations for these shelters within the boundaries of Pima County. MMRS will establish contact with Pima County Fire Chiefs to secure Emergency Medical Technician level personnel to staff first care stations. First care stations will not supercede clinic operations established by the PCHD, but will support emergent issues as they arise.

The MMRS Hospital Sub-committee will provide assistance in medical staffing, referrals to hospitals, and medical supplies through the MMRS Hospital Sub-committee representatives at the direction of the PCHD. This committee is composed of representation from all Pima County Hospitals.

The MMRS Pharmacy Task Force will coordinate with the PCHD to provide pharmacist staffing and dispensing operations as demanded by disposition of mass shelter occupants. Pharmacy support may be provided as teams to support multiple sites or as individual operations at specified facilities.

Tucson Police Department

During Mass Care and Housing Operations, the Tucson Police Department will provide security to both fixed sites and mobile operations.

The Tucson Police Department will conduct a threat and vulnerability assessment of each phase of the operation. The assessment will include mobile as well as fixed site components of ESF #6. Police response will be based on those assessments. Response could range from a fixed 24 hour police presence, to focused patrols, to relying on the 911 system (if it is functioning).

VanTran

In the event of a natural or man-made disaster within the City of Tucson or surrounding areas, VanTran will provide assistance in transporting special needs individuals and service animals to assigned shelter/housing. The VanTran General Manager, Operations Manager, Scheduling Manager or Assistant Operations Manager will be available, upon request, to reroute and reschedule vehicles to areas of need.

VanTran's current rider list consists of approximately 4,000 registered, ADA eligible passengers (as of December 2006). These are individuals who have physical/mental limitations that make them unable to get to and/or ride regular public transportation. With this data base, and computer aided scheduling software, VanTran should be able to provide a list of individuals who may have been taken to, or live in, the affected area and may need assistance in being transported to assigned shelters.

CITY OF THICSON

American Red Cross (ARC)

The American Red Cross will provide food, shelter, and basic necessities for people affected by a disaster on an interim basis, while more permanent arrangements are being made.

The ARC will gather demographic data to assist with predicting what populations might be affected by a disaster, and will use the collected data to target types of shelters and other needs.

They will conduct pre-disaster surveys of potential shelter sites. Their inspections include determining ADA compliance of the shelter. This includes (but is not limited to) proper access to shelter, parking at the shelter, bathrooms, showers, and refrigeration.

Service animals will be allowed in shelters run by the American Red Cross. The Humane Society of Southern Arizona and Pima County Animal Control will provide housing and care for service animals at the shelter sites.

The ARC will obtain written agreements with school districts, governments, religious, and other organizations regarding the use of their buildings as shelters.

They will identify and train staff to open and run shelters for a minimum of 72 hours following a disaster.

They will establish accounts with vendors for food and supplies needed during shelter operations.

The American Red Cross also has a mechanism for mobile distribution of food and supplies.

Salvation Army

The Salvation Army will be the lead agency in donation management. They will be both the receiving and distributing entity for all material donations.

The Salvation Army will work with the other support functions to ensure the effective use of donated supplies.

Requests for donated material will go through the normal ICS chain-of-command (Logistic Section) prior to being forwarded to the Salvation Army.

Volunteer Organizations Active in Disaster

The Southern Arizona Voluntary Organizations Active in Disaster (SoAzVOAD) is a humanitarian association of independent voluntary organizations who may be active in all phases of disaster. Its mission is to foster efficient, streamlined service delivery to people affected by disaster, while eliminating unnecessary duplication of effort, through cooperation in the four phases of disaster: preparation, response, recovery, and mitigation. SoAzVOAD is the local counterpart to the state Voluntary Organizations Active in Disaster (AzVOAD) and the national organization, the NVOAD.

SoAzVOAD is a network for organizations active in disaster. Each member organization will maintain its own identity and independence while closely collaborating with other SoAzVOAD member organizations, interfaith organizations, and local, state, or federal authorities. Nationally, approximately 65% of VOAD members are faith-based organizations. Locally members include the Volunteer Center of Southern Arizona, United Way of Tucson, and Southern Arizona American Red Cross, Salvation Army, Humane Society, Information and Referral, and Lutheran Social Ministries, to name a few.

The services that VOAD members provide may include: volunteer management, advocacy, bulk distribution, case management, child care, clean-up and rebuilding, community disaster education, community outreach, counseling, damage management, and debris removal. Additionally they may provide assistance in disaster planning, donations management, elder care, emergency repairs, emergency assistance, financial assistance, financial planning, funeral services, health care, identification of international services, massage therapy, mass care, mental health services, mitigation planning, and mobile feeding. Further support that they may give includes organizational mentoring, pastoral care, pet care, radio communication services, relocation services, resource coordination, sanitation services, special needs, technical assistance, training, translation services, and transportation services.

VOADs are effective largely because they foster cooperation, coordination, communication and collaboration.